IN THE COURT OF APPEALS OF IOWA

No. 1-587 / 11-0191 Filed November 9, 2011

BEN LANGE,

Petitioner-Appellant,

VS.

DAN DIERCKS and the ALLAMAKEE COMMUNITY SCHOOL DISTRICT,

Respondents-Appellees.

Appeal from the Iowa District Court for Allamakee County, David F. Staudt, Judge.

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A high school journalism advisor appeals the district court's decision granting summary judgment to the school district and principal. **REVERSED**AND REMANDED.

Gerald L. Hammond, Des Moines, for appellant.

Beth E. Hansen of Swisher & Cohrt, P.L.C., Waterloo, for appellees.

Sally Frank of Drake Legal Clinic, Des Moines, and Frank D. LoMonte, Adam Goldstein, and Laura Napoli, Arlington, Virginia, for amicus curiae The Student Press Law Center.

Heard by Sackett, C.J., and Vaitheswaran and Tabor, JJ.

TABOR, J.

More than two decades ago, the United States Supreme Court decided that school administrators did not violate the First Amendment by exercising editorial control over student newspapers as long as their limits on expression were reasonably related to educational concerns. *Hazelwood Sch. Dist. v. Kuhlmeier*, 484 U.S. 260, 273, 108 S. Ct. 562, 571, 98 L. Ed. 2d 592 (1988). A handful of states, including lowa, responded to *Hazelwood* by enacting statutes more protective of student journalists' free speech rights. This appeal marks our first opportunity to interpret lowa's Student Free Expression Law, lowa Code section 280.22 (2009).

This case started when a journalism teacher received reprimands from the principal for allowing students to publish what the administration viewed as inappropriate articles in two different issues of the high school newspaper. The teacher sought a declaratory judgment to establish that the publications did not violate proscriptions outlined in Iowa Code section 280.22 and, thus, were within the students' right of free expression under that statute. The district court granted summary judgment to the school district and principal, concluding that the articles encouraged students to "potentially commit unlawful acts, violate school regulations, or cause material and substantial disruption to the orderly operation of the school."

Because school administrators cannot point to any specific content in the publications that encouraged students to engage in activities barred by the statute, we reverse the grant of summary judgment for the district and principal.

We direct the district court to enter summary judgment for the teacher. Under any definition of the term "encourage," the content at issue did not fit within the narrow categories of expression prohibited by section 280.22(2). We further conclude supplemental relief is appropriate; removing the reprimands from the teacher's personnel file is necessary to protect students' free speech as contemplated by section 280.22.

I. Background Facts and Proceedings

Ben Lange teaches journalism at Waukon High School in the Allamakee Community School District (the District) and serves as faculty advisor for the student newspaper, the Waukon Senior High School Tribe-une. This case arises from two written reprimands Lange received from the school's principal, Dan Diercks, as the result of student articles published in two editions of the student newspaper: the April Fools Edition, published April 2, 2008, (Attachment A) and the September 30, 2009 edition (Attachment B). Lange served as the faculty advisor for both editions and both were distributed to the larger community as inserts in the *Waukon Standard*.

In their statement of material facts and memorandum supporting their motion for summary judgment, Diercks and the District stated that they "considered the following content of the April [Fools] edition . . . to be of concern":

- Changing the title of the paper from Tribe-Une to Bribe-Une:
- Referring to "Keysux Senior High School" in the masthead;
- Designating the edition as "Issue 66 Volume 6 66 Sixth Avenue N.W.";

- Articles headlined "Tierney to the Rescue"; "Sophomores Not Allowed to Grand March"; "Cheerleaders on 'Roids"; "New Jim Floor Settles"; and "Cell Phones Allowed";
- An article headlined "Meth Lab Found in Biology Lab, Matt Breitbach Faces Criminal Charges" with an accompanying photo of biology teacher Breitbach;
- Photographs of a student wearing a headband; a student wearing a hooded sweatshirt and displaying "gang signs"; a student with a dead cat; and a student football player; and
- Quotes from one student who said he would "like to go to a Chippendale's tryout" after graduation; one student who said she wanted to be "an all-American gangster, dog" after graduation; and one student who said he "totally, like, want[s] to be a super model for Victoria's Secret!"^[1]

(These materials can be viewed in Attachment A to this opinion.)

Lange maintains that the April Fools' edition was a parody. To that end, each page of the April 2, 2008, publication included the following disclaimer: "This issue is a parody created in celebration of All Fools' Day. It contains no factual information."

On August 28, 2008, Principal Diercks issued a formal, written reprimand to Lange. The reprimand letter stated "[n]umerous inappropriate text, comments, and articles were created, edited, and printed" in the April Fools' edition of the student newspaper. It further stated that

[a] multitude of people from within our school district and a neighboring school district of Eastern Allamakee were offended by this edition. Administration and the school board felt that the issue was inappropriate and done with poor judgment casting a dark shadow on our school district.

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¹ Although Diercks and the District expressed "concern" regarding the materials set out above, the district court did not mention the following content in its opinion: the designation "Issue 66 Volume 6 66 Sixth Avenue N.W.;" the article titled "Sophomores Not Allowed to Grand March;" the article titled "Cell Phones Allowed;" the article titled "New Jim Floor Settles;" the photograph of a student with a dead cat; the student's remark about "Chippendale" tryouts; and the student's remark about Victoria's Secret.

Diercks and the District again expressed concern with materials in the September 30, 2009 edition. In their statement of material facts and memorandum supporting their motion for summary judgment, they stated that they "considered . . . the following content of the September 30, 2009 edition to be of concern":

- An article about smoking and tobacco use headlined "Students Chew, Use Tobacco" and an accompanying picture of a baby smoking a cigarette;
- An article headlined "Fashion Guidelines Shift the Focus";
- A photograph of a student wearing clothing prohibited by the dress code; and
- A quote from a student that if he could be "any famous person," he would choose to be "Jay Z because he is a gangster." [2]

(These materials can be viewed in Attachment B to this opinion.)

On October 1, 2009, Diercks issued a second formal, written reprimand to Lange. This reprimand again stated that "[n]umerous inappropriate and questionable text, comments, pictures, and articles were created, edited, and printed in [the September 30, 2009] edition." The letter further stated that "[p]eople (both staff and non-staff) within our school district are offended by this edition. Administration feels that the issue was inappropriate and done with poor judgment once again having a negative effect and undermining our school district's goals." The reprimand indicated Lange was to be suspended for two days without pay.

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² Although the District and Diercks identified the above content "to be of concern," the district court did not mention the following content in its decision: the student's quote stating, "Jay Z, because he is a gangster;" the article titled "Fashion Guidelines Shift the Focus;" and the photograph of a student wearing clothing prohibited by the dress code.

The District eventually withdrew the two-day suspension without pay, but substituted a new written reprimand, which was undated. The substituted reprimand stated that the September 30, 2009 edition "contain[ed] one article that tacitly encouraged the use of tobacco products by students within the school setting," and that "[e]ncouraging a violation of law is an exception to lowa law that grants broad liberties to student journalists." The letter further stated that "this issue caused anger and embarrassment to students, parents and others, and the necessity of dealing with complaints [generated by the publication of September 30, 2009,] caused a significant and material disruption to the operation of the school district." The letter used language from section 280.22(2) in asserting that

encouragement of illegal activity is outside the scope of permissible activity even for student journalists. . . . [and] publication of material that is offensive to the community and disrupts the operation of the school district in a material and substantial way is beyond the scope of permissible journalistic freedom allowed by statute.

On January 22, 2010, Lange filed a petition for declaratory judgment against Diercks and the District, asking the court to conclude the publications did not violate section 280.22 and to order the District to remove the reprimands from his personnel file and permanently expunge them. In October 2010 both sides moved for summary judgment. On January 13, 2011, the court granted summary judgment in favor of the District and Diercks.

Lange appeals, asking us to reverse the grant of summary judgment in favor of Diercks and the District and to remand for approval of his motion for

summary judgment. He also seeks an order that the District "remove the reprimands from his personnel file and destroy them."

II. Scope and Standard of Review

We review summary judgment dispositions for the correction of errors at law. Iowa R. App. P. 6.907; *Eggiman v. Self-Insured Servs. Co.*, 718 N.W.2d 754, 758 (Iowa 2006). Summary judgment is appropriate when no genuine issue of material fact exists and the moving party is entitled to judgment as a matter of law. *Christy v. Miulli*, 692 N.W.2d 694, 699 (Iowa 2005). If reasonable minds could differ with respect to how the issue should be resolved, a genuine issue of material fact exists. *Id.* We view the record in the light most favorable to the non-moving party when determining whether the moving party has satisfied its burden. *Eggiman*, 718 N.W.2d at 758.

"We also review questions of statutory construction for correction of errors at law." *Estate of Ryan v. Heritage Trails Ass'n, Inc.*, 745 N.W.2d 724, 728 (lowa 2008). Issues of statutory construction "raise legal questions and are properly resolved by summary judgment." *Kolbe v. State*, 625 N.W.2d 721, 725 (lowa 2001) (citation omitted).

III. Analysis

A. District Court Decision

In its summary judgment ruling, the court reasoned that First Amendment jurisprudence "must . . . be factored into the interpretation of" lowa Code section 280.22. The court explained that it proceeded from the assumption that

when the State Legislature wrote Section 280.22 it intended to incorporate in said section "the same standard for determining

infringement of the right to free speech (as) applicable under the United States Constitution. That is, a government response that would constitute a violation of a student's free speech right under the First Amendment would also constitute a violation of a student's right to exercise freedom of speech" under lowa Code section 280.22.

The court identified *Hazelwood School District v. Kuhlmeier* as "[t]he pivotal case in the area of student's First Amendment rights." The court articulated the Hazelwood standard and stated that "[i]t is with the foregoing that the court must determine if the April 2 and/or the September 30 edition of the student newspaper is/are a violation of the student exercise of free expression as codified in Iowa Code section 280.22."

The court first addressed section 280.22(2)(b), which prevents students from publishing or distributing libelous materials. It concluded that "no libel occurred" in light of stipulated facts demonstrating that the students obtained each person's consent prior to the publication and an affidavit from Lange asserting that the class obtained consent from each person featured in the April Fools' edition, as well as written release forms.

The court next addressed the statute's limitation on publishing "materials which encourage students to . . . commit unlawful acts; . . . violate school regulations; . . . [or] cause the material and substantial disruption of the orderly operation of the school." Iowa Code § 280.22(2)(c). Without specifying what content violated section 280.22, the court concluded that, "in viewing the facts from the respondent's position, it is reasonable to believe that various articles contained in the April 2 issue encouraged the potential for unlawful activities,

violation of school regulations, and potential disruptions of regular school activities." The court further concluded that

it is unreasonable to believe that Mr. Lange could believe that none of the articles in the April 2 parody issue would encourage students to potentially commit unlawful acts, violate school regulations, or cause material and substantial disruption of the orderly operation of the school.

The court next addressed the September 30 issue, concluding

[i]t is reasonable for the administration to believe that the publication of the tobacco article and accompanying picture of a very young child smoking a cigarette could encourage students to violate school regulations of use of tobacco It would also be a legitimate inference that the article and accompanying photo could encourage minors to commit unlawful acts.

The court further reasoned that

[i]n granting the petitioner every legitimate inference, it would be impossible to say that petitioner would have no idea that publishing the article and accompanying picture would not encourage students to potentially commit unlawful acts or violate school regulations. Thus, no genuine issue of material fact exists.

Lastly, the court concluded that "[t]he District acted within its authority in the actions it took against Mr. Lange."

In his appeal, Lange argues the district court incorrectly interpreted Iowa Code section 280.22 when it "assum[ed]" the state legislature intended to codify the federal free-speech constitutional standard articulated in *Hazelwood* and stated that "the interpretation of the First Amendment must be factored into the interpretation of the Iowa statute." Lange contends that our legislature rejected the federal approach articulated in *Hazelwood* and created broader free-speech rights for students when it enacted section 280.22. In applying the statute, Lange argues the materials were not libelous and did not encourage the

students "to commit any of the three acts prohibited by the statute." Lange asserts, moreover, the court's belief that section 280.22 incorporated the *Hazelwood* standard "led [the court] to its ultimate error," which was fashioning and applying an incorrect measure—the "reasonableness of an administrator's opinion test"—to determine whether the publications violated the statute.

The District and Diercks counter that the analysis in this case "is necessarily framed by United States Supreme Court precedent." But they also assert the court should apply an abuse-of-discretion standard rather than "a constitutional standard." They ultimately argue we should affirm the district court "regardless of the standard applied." They contend, in addition, that the April Fools' issue contained libelous materials, contrary to the district court's conclusion, and that both editions of the student newspaper "failed to maintain professional standards of journalism" as required by Iowa Code section 280.22(5). They also argue that federal case law, "in conjunction with the applicable Iowa statute and the District's broad management rights clause, [provide] clear support for the District's rights to reprimand Lange under the circumstances of this case."

B. Principles of Statutory Construction & Interpreting Iowa Code section 280.22

Because Lange challenges the District's action in reprimanding him based on section 280.22, we look to the wording of that statute. "We approach issues of statutory interpretation with the avowed purpose of determining the true intention of the legislature." Bob Zimmerman Ford, Inc. v. Midwest Auto. I,

L.L.C., 679 N.W.2d 606, 609 (lowa 2004). "Our first step in ascertaining that intention is to closely examine the statute's language." *Id.* When the terms in a statute are ambiguous, we apply our rules of statutory construction to accord those terms meaning. *McGill v. Fish*, 790 N.W.2d 113, 118 (lowa 2010). If reasonable minds could differ on the meaning, ambiguity exists. *Id.* When the legislature has left a term in a statute undefined, "[w]e may refer to prior decisions of this court and others, similar statutes, dictionary definitions, and common usage' to determine its meaning." *Cubit v. Mahaska Cnty.*, 677 N.W.2d 777, 783 (lowa 2004) (citation omitted).

Iowa Code section 280.22 provides, in pertinent part:

- 1. Except as limited by this section, students of the public schools have the right to exercise freedom of speech, including the right of expression in official school publications.
- 2. Students shall not express, publish, or distribute any of the following:
 - a. Materials which are obscene.
- b. Materials which are libelous or slanderous under chapter 659.
- c. Materials which encourage students to do any of the following:
 - (1) Commit unlawful acts.
 - (2) Violate lawful school regulations.
- (3) Cause the material and substantial disruption of the orderly operation of the school.
- 3. There shall be no prior restraint of material prepared for official school publications except when the material violates this section.

. . . .

5. Student editors of official school publications shall assign and edit the news, editorial, and feature content of their publications subject to the limitations of this section. Journalism advisors of students producing official school publications shall supervise the production of the student staff, to maintain professional standards of English and journalism, and to comply with this section.

As an initial matter, we believe that the district court mistakenly assumed that our legislature intended to codify Hazelwood. In 1989, the Iowa General Assembly enacted section 280.22 in reaction to the Supreme Court's decision one year earlier in Hazelwood. We are persuaded it did so for the purpose of giving students more robust free-expression rights than those articulated by the Supreme Court. Commentators uniformly agree that section 280.22 prohibits school officials from exercising prior restraint of student publications to the extent allowed under Hazelwood. See, e.g., Evan Mayor, The "Bong Hits" Case and Viewpoint Discrimination: A State Law Answer to Protecting Unpopular Student Viewpoints, 77 Geo. Wash. L. Rev. 779, 818 (2009) ("In the years after Hazelwood, numerous states passed legislation limiting the case's scope. Iowa's statute dealing with student exercise of free expression . . . is typical. . . . [S]tudents attempting to bring lawsuits in state[s] [with these statutes] do not have to worry about the Hazelwood standard."); Richard Bradley Ng, A House Divided: How Judicial Inaction and a Circuit Split Forfeited the First Amendment Rights of Student Journalists at America's Universities, 35 Hastings Const. L.Q. 345, 363 (2008) (citing lowa as one of "an increasing number of states . . . enacting legislation to minimize the effects of Hazelwood' and referring to such statutes as "'anti-Hazelwood' legislation"); Chris Sanders, Censorship 101: Anti-Hazelwood Laws and the Preservation of Free Speech at Colleges and Universities, 58 Ala. L. Rev. 159, 168 (2006) (referring to lowa's statute as an "anti-*Hazelwood*" statute that "afford[s] students greater free speech protections under their state laws than they received under Hazelwood"); Student Press

Law Center, Understanding Student Free-Expression Laws: Renewed Push to Pass State Laws as Courts Chip Away at First Amendment Rights in Schools (2007), available at www.splc.org (stating that "[s]ince [the Hazelwood] decision, seven states—Arkansas, California, Colorado, Iowa, Kansas, Massachusetts and Oregon—have passed laws that limit the effects of the Hazelwood decision in their states and return a greater degree of press freedom to student editors").

Accordingly, we conclude the district court erred in superimposing the *Hazelwood* standard onto the statutory scheme at issue. We turn next to interpreting and applying section 280.22.

1. The content in the publications did not encourage the conduct specified in section 280.22(2)(c).

Principal Diercks and the District maintain that the publications "encouraged" students to commit unlawful acts, violate lawful school regulations, or cause the material and substantial disruption of the orderly operation of school in contravention of section 280.22(2)(c). But they are imprecise regarding which materials they believe encouraged students to engage in undesirable conduct. At oral argument, counsel for Diercks and the District pointed only to the phrase "Keysux Senior High School" as affirmatively violating section 280.22(2). Their written arguments repeat that they found the noted materials "to be of concern" rather than in violation of the statute.

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³ Eastern Allamakee High School in Lansing is known as Kee High School, home to the Kee Hawks.

Our review is also complicated by the district court's ruling which—with the exception of the smoking article and accompanying picture—neither identified the materials it believed fit the proscriptions of section 280.22(2), nor stated which activity the offending articles "encouraged."

To resolve this issue, we must consider the meaning of "encourage." A plain reading of the statute demonstrates that to be censorable, student publications must "encourage" other students to engage in specific conduct—to *commit* unlawful acts, *violate* lawful school regulations, or *cause* the material and substantial disruption of the orderly operation of the school. The statute does not bar materials that "encourage[] the *potential* for unlawful activities, violation of school regulations, and *potential* disruptions of regular activities" as the district court indicated. Rather, the statute disallows publication of materials that encourage the actual commission of the acts described above.

Because the legislature did not define the term "encourage" and reasonable minds could differ on the meaning of that word, we look to dictionary definitions. See Lauridsen v. City of Okoboji Bd. of Adjustment, 554 N.W.2d 541, 544 (Iowa 1996). Black's Law Dictionary provides the following definitions for "encourage": "[t]o instigate"; "to incite to action"; "to embolden"; "to help." Black's Law Dictionary 547 (7th ed. 1999); see also Webster's New Collegiate Dictionary 372 (1981) (defining "encourage" as follows: "to inspire with courage, spirit, or hope; to spur on; to give help or patronage"). The definition of the term "instigate"—which is the first definition Black's Law Dictionary provides for the

term "encourage"—is "to stimulate or goad to an action, especially a bad action." Black's Law Dictionary 527 (6th ed. 1990).

As these dictionaries demonstrate, the definitions for the term "encourage" include more active words like "instigate" and "incite to action" as well as more passive terms like "to embolden." Because lowa lawmakers passed section 280.22 to broaden students' free speech rights, we believe that the legislative intent would be to read the exceptions narrowly. See Klinge v. Bentien, 725 N.W.2d 13, 17 (lowa 2006) ("When interpreting a statute, we are obliged to examine both the language used and the purpose for which the legislation was enacted.") Finding that the drafters contemplated a more active construction of the word "encourage" would be most consistent with that legislative aim. But under any definition of the term, the materials at issue here did not encourage the students at Waukon High School to commit unlawful acts, violate school regulations, or cause the material and substantial disruption of the orderly operation of the school.

Take, for example, the Waukon students' derogatory twist of the name of their cross-county rival's mascot Kee Hawks into "Keysux Senior High School." While this word play may not have shown good sportsmanship, the attorney for Diercks and the District was unable to explain how it spurred the students to engage in unlawful acts, rule violations, or a material and substantial disruption of the orderly operation of the school. The principal testified that this single reference would promote "taunting," "fights," and other "repercussions." His speculation that the epithet in the masthead could lead to ongoing animosity

between the rival schools is not the same as the students actually advocating their peers take some action. *Contrast Morse v. Frederick*, 551 U.S. 393, 402, 127 S. Ct. 2618, 2625, 168 L. Ed. 2d 290, 304 (2007) (reasoning that banner reading "BONG HiTS 4 JESUS" could be interpreted as a message equivalent "[Take] bong hits" which encouraged illegal drug use).

Similarly, our review of the articles of concern to Diercks and the District reveals no rallying cry for members of the student body to engage in misconduct. The articles offered information in a neutral tone—albeit some were fictional in the spirit of parody—rather than calling the students to action. We cannot even say that the articles implicitly encouraged the students to undertake activities like using steroids, methamphetamine, or tobacco. The articles did not glamorize the offending conduct. To the contrary, much of the content cast such behavior in a negative light. For example, the doctored photograph of the high school biology teacher showed the negative physical effects of using methamphetamine and the article points to the criminal consequences. The spoof on cheerleaders taking steroids described the girls "growing an abnormal amount of facial and leg hair" and discussed possible school-board sanctions.

Dierks and the District essentially argue the student publications encouraged misconduct by featuring articles on divisive topics and by expressing opinions contrary to those of the school administration. For example, the administration believed an article on the topic of tobacco use encouraged students to use tobacco in violation of school regulations. But

nearly two-thirds of that article discussed the school's own tobacco policy and detailed punishments imposed on students who violate the policy. The article did include the view of one student who questioned why students old enough to smoke by state law should be punished for tobacco use. But nothing in the article explicitly or implicitly encouraged other students to use tobacco.⁴

Publishing articles on controversial topics or expressing a viewpoint counter to that of the school administration are not prohibited by the Student Free Expression Law. The statute makes clear that "student expression in official school publications shall not be deemed to be an expression of school policy." Iowa Code § 280.22(6). In its rebuff of *Hazelwood*, our legislature wanted to ensure student publications in Iowa were free to convey a position "at odds with the school's official stance." *See generally Hazelwood*, 484 U.S. at 280, 108 S. Ct. at 574, 98 L. Ed. 2d at 611 (Brennan, J., dissenting). Advisor Lange did not have a duty under the statute to sanitize student expression when it did nothing more than quote a classmate who questioned a school policy.

We likewise conclude the word play, photographs, and student quotes that concerned Diercks and the District did not encourage the student body to engage in misconduct—no matter how we define encourage. For instance, we decline to indulge the District's argument that the parody edition's change of the paper's name from Tribe-une to "Bribe-une" encouraged students to bribe one another. If printing one word—in jest—is the standard for encouraging conduct

⁴ The photograph of the baby smoking a cigarette included the following caption: "While on school property, no one is allowed to use tobacco products, just as this little child should not be smoking (he really isn't)."

under section 280.22, the statute's goal of promoting free expression for students will be stymied. With respect to the title and other aspects of the April Fools' publication, our conclusion that the content did not encourage students to engage in misconduct is bolstered by the disclaimer printed on each page of that publication.⁵ See Kiesau v. Bantz, 686 N.W.2d 164, 177 (lowa 2004) (explaining that "[t]o be a parody, the jury must find the [material] could not reasonably be understood as describing actual facts . . . or actual events"). This disclaimer set the tone of the publication as one of frivolity rather than fact; the designation of the publication as "parody" undermines the district court's conclusion the content encouraged students to act in violation of section 280.22(2)(c).

Likewise, we find the publication of students' off-the-cuff quotes did not encourage misbehavior within the meaning of the statute. The newspaper staff asked students about their post-graduation plans and what famous person they would like to be. The answers were, for the most part, humorous rather than serious. In this context, a student's response that he wanted to be a model for Victoria's Secret or wanted to attend a Chippendales' tryout did nothing to encourage fellow students to violate rules by showing their underwear at school. Yet the principal testified as follows:

Q. ... So my question to you is, does the publication of the word "Chippendales" in your opinion encourage students to come into school and take off their clothes? A. Yes.

⁵ The disclaimer stated: "This issue is a parody created in celebration of All Fools' Day. It contains no factual information."

⁶ The Chippendales are a "cast of exotic male dancers" who provide "Broadway-show-like performances across the United States and around the world." *In re Chippendales USA, Inc.*, 90 U.S.P.Q.2d 1535 (2009).

Diercks's overly broad reading of the term "encourage" is inconsistent with the legislative intent behind the statute. Because the various components of the publications were neither an explicit call to arms nor an implicit persuasion, we conclude they did not encourage the students to act under section 280.22(2)(c).

As the Supreme Court has famously reminded school administrators, students in our public schools do not "shed their constitutional rights to freedom of speech or expression at the schoolhouse gate." *Tinker v. Des Moines Indep. Cmty. Sch. Dist.*, 393 U.S. 503, 506, 89 S. Ct. 733, 736, 21 L. Ed. 2d 731 (1969). When the United States Supreme Court identified a constitutional distinction between "educators' ability to silence a student's personal expression" (like that in *Tinker*) and "educators' authority over school-sponsored publications" (like that in *Hazelwood*, 484 U.S. at 271, 108 S. Ct. at 570, 98 L. Ed. 2d at 605)), our legislature stepped in to pass section 280.22, supplementing lowa students' right to free expression within the schoolhouse gates.

The superintendent testified in this case that articles published in the student newspaper sparked "some discussions of students on both sides." Inviting student debate on controversial topics would seem to serve the school's pedagogical functions rather than causing a "material and substantial disruption of the orderly operation of the school." Considering the legislative intent behind section 280.22, we cannot agree with the district court that the content of the

student publications "encouraged" students to commit unlawful acts, violate school rules, or disrupt the orderly operation of their school.

2. The newspapers' content was not libelous.

lowa Code section 280.22(2)(b) provides that "[s]tudents shall not express, publish, or distribute . . . materials which are libelous or slanderous under chapter 659." Diercks and the District argue that we can affirm on the grounds the April Fools' edition contained libelous articles, contrary to the district court's conclusion. They argue that parody and consent are affirmative defenses to libel and submit that "the defenses of parody and consent are irrelevant to determining whether published material is libelous." They contend "these publications on their face would constitute libel either per se or per quod, which is all that is required by either §280.22(2)(b) or §659.1, even though they may ultimately be subject to an affirmative defense." Although the District and Diercks argue that "a number of the articles in the April 2008 edition" would be sufficient to state a claim for libel, they specify only one article, "Meth Lab Found in Biology Lab, Matt Breitbach Faces Criminal Charges."

Lange responds that because Diercks and the District did not appeal the district court's conclusion no libel occurred, they are now precluded from arguing that the materials were libelous. Diercks and the District counter that "a successful party need not cross-appeal to preserve error on a ground urged but ignored or rejected in the trial court" because a party "cannot appeal from a

favorable ruling." We agree with Diercks and the District that as successful parties, they did not need to cross-appeal the district court's conclusion the materials were not libelous to preserve error on that ground. *Johnston Equip. Corp. v. Indus. Indem.*, 489 N.W.2d 13, 16 (Iowa 1992) (holding "a successful party need not cross-appeal to preserve error on a ground urged but ignored or rejected in the trial court.").

Nevertheless, we believe the better interpretation incorporates the affirmative defenses to libel when determining whether publications fall within section 280.22(2)(b). Disregarding an affirmative defense like parody for purposes of determining acceptable expression under the statute would place an entire form of expression—which may provide valuable learning opportunities and which is often legitimately used in the mass media everyday—beyond students' reach. Because the statute was intended to broaden students' expressive rights, we believe the libel prohibition in section 280.22(2)(b) should be read to include affirmative defenses. *See Bantz*, 686 N.W.2d at 175, 177 (stating that a prima facie case of libel requires the plaintiff to show the defendant "(1) published a statement that (2) was defamatory (3) of and concerning the plaintiff, and (4) resulted in injury to the plaintiff," and recognizing the affirmative defense of parody (citation omitted)).

We also note that the district court relied on the affirmative defense of consent in finding that the publication was not libelous. The court pointed to stipulated facts which revealed "each individual was aware of the potential article to be written about him or her and agreed to the same knowing the

potential content." We agree that consent should be considered when deciding whether section 280.22(2)(b) is implicated.

Interpreting the statute as the District and Diercks suggest would provide an absurd result: we would be required to disregard the defense of truth. A publication that on its face met the elements constituting libel would be prohibited by section 280.22 even though the information it contained was true.

Cf. Delaney v. Int'l Union UAW Local No. 94 of John Deer Mfg. Co., 675 N.W.2d 832, 843, 839 (Iowa 2004) (finding truth is a complete defense to libel). Accordingly, we conclude the district court properly took into account affirmative defenses to libel.

3. The school administration claim the student publications did not maintain professional standards of journalism is not properly preserved for our review.

Diercks and the District also argue that although the district court "totally ignored" the provision, both editions of the student newspaper "failed to maintain professional standards of journalism" as required by Iowa Code section 280.22(5). They allege that (1) "anyone would be hard put to contend that the page one heading 'Keysux Senior High School' met any professional standard of either English or journalism," and (2) "it is equally unclear how anyone could contend that professional standards of English and journalism are maintained by a prominently featured (an apparently photoshopped) picture of a baby smoking a cigarette."

In his reply brief, Lange contends the District and Diercks object to the use of parody and that "[p]arody is a commonly used and accepted form of communication, and it cannot seriously be argued by the District that the utilization of parody violates standards of Journalism (or English)."

We decline to reach the merits of this argument because to do so "would require us to assume a partisan role and undertake the appellant's research and advocacy. This role is one we refuse to assume." See Inghram v. Dairyland Mut. Ins. Co., 215 N.W.2d 239, 240 (lowa 1974). The District and Diercks did not offer undisputed facts concerning the professional standards that should apply and have articulated only conclusory arguments, detailed above. Given the state of the record, we have no means to measure whether the content of the student publications complied with "professional standards of English and journalism." Because the District and Diercks do not explain how the content contravenes the professional standards—or what those standards even are—we conclude the argument is too vague to address.

Although Diercks and the District mentioned section 280.22(5) in the district court, they did not explain how these publications failed to meet the standards of journalism and English. On appeal, they cite *Smith v. Novato Unified School District*, 59 Cal. Rptr 3d 508, 517 (2007), for the proposition that a similar statutory provision in the California code "may well enable educators to exercise some of the control over school speech in student newspapers under *Kuhlmeier*." But the California court did not decide the "professional standards"

issue because the parties did not raise it. We similarly conclude this record does not properly present the issue for our review.

C. Rescinding the Reprimands Issued by the Administration

Because the publications did not violate section 280.22(2), Lange asks us to grant supplemental relief pursuant to Iowa Rule of Civil Procedure 1.1106 in the form of removing the reprimands from his personnel file. He argues that declining to expunge the reprimands places him "in a completely untenable position." He reasons that

[h]e must allow the publication of the material if the materials do not violate . . . section 280.22, but, if he does, he is placed in professional peril when he is reprimanded by an administration that applies stricter standards than those provided by the statute. He must either comply with the whims of the administration and deny statutory rights to his students, or allow the students to exercise their statutory rights and suffer discipline from his administration.

lowa Rule of Civil Procedure 1.1106 provides that a court may grant "[s]upplemental relief based on a declaratory judgment . . . wherever necessary or proper." And our supreme court has stated that "[t]he declaratory judgment rules . . . are to be construed liberally to carry out their purpose[s]," which include "afford[ing] relief from uncertainty and insecurity with respect to rights, status and other legal relations." *Lewis Consol. Sch. Dist. v. Johnston*, 127 N.W.2d 118, 122 (lowa 1964) (citation omitted); *see, e.g., Myers v. Lovetinsky*, 189 N.W.2d 571, 577 (lowa 1971) (requiring tenants to pay purchasers of land "the reasonable rental value of the . . . premises . . . until the premises are vacated" as a form of supplemental relief).

Granting a school has authority to reprimand a teacher for certain conduct, we conclude the reprimands should not have been issued in this case because the publications did not violate section 280.22(2). The district court should grant supplemental relief in the form of directing the District to remove the reprimands from Lange's personnel file. The purpose of section 280.22 is to allow students broader free expression. If a school district is entitled to sanction a journalism advisor for student publications that comply with section 280.22, the statutory protections will be eroded and student speech will be chilled. Removing the reprimands from Lange's personnel file is necessary to protect the free speech rights of lowa students as contemplated by lowa Code section 280.22.

REVERSED AND REMANDED.

Attachment A

Keysux Senior High School

R

Isue 66 Volume 6

66 Sixth Avenue N.W.

Waqkon, IA

52172

April 2, 2008

Sephomores Not Allowed to Grand March



New School Equals New Changes Cell Phones Allowed: "We are looking for a Black Indians will be trans-formed to a new black were using it. The almighty Orange and Black Anderburd with the meast school board were along, a starting April 3, they are allowing cell whose the were bring scale phones in school. The reasons of the Many students are examing a big fast as a bay bow day were using it. They from the out school board with the meast school board with the meast school. Indiang cover. The school board verted change along with the was school. Indiang cover. The school board verted change along with the was school. Indiang cover. The school board verted change along cover. The school board verted change cover. The school board verted change along cover. The school board verted Helping Build Stronger Student to Teacher Bonds



ierney to the Rescue

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This issue is a parody created in celebration of All Fools' Nav. It contains no factual inform

A glimpse at the rest of issue 9...

- Page 2 Former Jr. High Re-opens
 - Three Legged cat survives car accident
 - The human torch was denied a bank loan
- Page 3 Zack Woodbeck set to enter the presidential race
 - Weymiller metal rod in leg
 - Indian cheerleaders get
 - caught with anabolic steroids
- Girls track team runs into trouble
- Page 4 Year round school set for 08-09
 - Pirates and ninjas throwdown
 - New school uniforms in place
 - School to give every student
 - a high-powered lap-top



Meth Lab Found in Biology Lab <u>Matt Breithach faces crim</u>inal charges



of paranois. Currently, Brethbach is serving time in rehab and will then serve his sender. Of life in prison for a feedingerment of following. A Remark. Evening up at Bucks N° Bulls in support to see if he knew did very good in the test n. The service of the life in prison for the life of t

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This issue is a parody created in celebration of All Fools' Day. It contains no factual information.

WAUKON



Home of the WSB Scoreboard Program"

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Girls Track Runs Into Trouble

The WSH girls track the team has just started precises a line finished with their suffered from sever frost that the team has just started from sever frost that the team has just started from sever frost that the team of the season may be put on the season may be put on the season season may be put on the season season may be put on the season may be put on the season may be put on the season season m

Cheerleaders On "In over Kenne Markon boys' baskethed beerleaders kent, dance and throw up struns the year like dreve was nothing to it. There may be a logical reason for this. Seniors of the self-great draw would cause the year have bree the grish started would cause to the bree the great that the started positive for struction Bob Wasson noticed started positive for struction Bob Wasson noticed something was wrong when the grish started growing in the late was not the through the cheerleaders use of the training and the proposed of the proposed of the training and the proposed of the land in the grish started growing in the late was not started. **New Jim Floor Settles** **New Jim Floor Settles** **New Jim Floor Settles** **New Jim Floor Settles** **In makes for a lot of was not like the cracks, the extrict of the cracks, the extrict men the allways, everything was been going relatively and things school mixed together in the full-ways, everything was been going relatively and the full continue to the thindless.** **In makes for a lot of the started was not like the cracks, the extrict men the life and the started growing in the late was not tracked with a score of 70 in the Charles Rich and high school mixed together in the full-ways, everything was proposed with a score of 70 in the Charles Rich and high school mixed together in the full-ways, everything was proposed with a full continue to the started was not provided in the started was not provided to the started was not provided in the cracks, the extrict men the allways, everything was provided with a score of 70 in the Charles Rich and high school mixed together as a few years and the provided was part of the cracks, and teaching next Thanday to the provided was part of the cracks, the extrict men the allways, everything was provided with a score of 70 in the Charles Rich and the cracks, and teaching next Thanday to the provided wa

Journey to the pros starts on April 27 at noon with the 2008 NFL Draft on ESPN and the NFL Network

hy Brown Anderson

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100 N. Lawler, Postville, (563) 864-20 11th Ave. SW, Waukon, (563) 568 1 S. Mechanic St., Decorah, (563) 38





(563) 568-3449

Franciscan Skemp



1

West Side

Waukon Lumber













Pirates vs hinjas: The Final Battle

petitors will go to a highly.

As the competition for the title of Kings of Mostine.

The Bar' and proceed to the control of the competition of the title of Kings of Mostine.

The Bar' and proceed to the control of the competition of the control of control of the c



Air conditioning will be installed

School Operates School **Choices Out**

Speaking Our Minds! Where do you see yourself after high school? Where do you see yourself after high school? Where do you see yourself after high school?



Jade Timmerman





"After high school, I plan on becoming an astronaut a because that's just how crazy I am. After I get back an avocado farm in Idaho," Rachel Berns



Easter



Berns





Nichole



parody created in celebration of All Fools' Day. It con-tains no factual in-formation.

Attachment B

Page 4

30 September 2009

Students Chew, Use Tobacco

by Reggie Vine

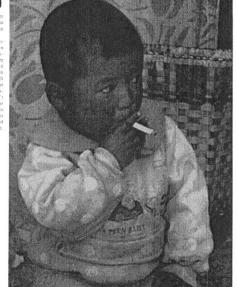
The big deal about to bacco in high schools is a question many students who are 18 school ask.

dean of studens, stated alt, let's and other competitor are obligated to sign a good conduct policy that state when a student is in high school, there are certair rules and regulations; they have to follow. Along with that, if they get caught in school with robacco the police are immediately contacted as well as the parents of the students if the student is under 18 years of age.

Students will also receive

tobacco ticket Students is smokeless who have received a ticket to hide from those than once may have has virtually

The reason for that is it



Speaking Our Minds

If you could meet any famous person who would it be and why?



Kenny Chesney because he is a really good



Elvis I want to know how he died



Angelina Jolie because she does humanitar



Nick Jonas because he is cute and a really goo



Ryan Sheckler because he has really sweet skateboarding skills.



Jay Z because he is a gangster. -junior Mitch



Chad Michael Murry because I love One Tree Hill. -junior Kieran Kruger



Lil Wayne he is the best rappe alive. -sophomore Blake Dixon



President Jimmy Carter because would be near to hear about all t humanitation work he has done teacher Michael Shima



Mark Sanchez he is going to be ro



Check us out on the web: http://www.allamakee.k12.ia.us/ ~blange/





Fashion Guidelines Shift the Focus

Among the Options: Students Served by In-School Sunsension

tention. The school wants students to be in class but if one cannot serve a detention on his/her own time, then that student will serve it during the school day.



MimiShie Leaves Nigeria to Visit Waukon



Coming from Nigeria as a foreign exchange student, Mimi is staying with Kaley Heffern and will be staying in America for her junior year. "My favorite subject in school [in Nigeria] was chemistry." Mimi reflected," It's just that in America, it is a little different."

School Tips, for the Entire Year





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Free Exam & Cavity
Detecting X-Rays
(New Pallents Only)



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